

Section Seven

Capability Assessment

Contents of this Section

- 7.1 IFR Requirements for Capability Assessments
- 7.2 State Capability Assessment
- 7.3 Local Capability Assessment
- 7.4 Mitigation Success Stories: A History of Mitigation Activities in Louisiana

7.1 IFR Requirements for Capability Assessments

This capability assessment contains an analysis of state funding opportunities to directly support hazard mitigation, along with the missions, programs, and policies of state agencies that directly or indirectly support hazard mitigation. Also included in this assessment are analyses of agency capacities to initiate, support, and/or implement mitigation programs and activities.

The IFR includes two specific requirements for conducting capability assessments as part of the Standard State Hazard Mitigation Plans:

- **State Capability Assessment per Requirement §201.4(c)(3)(ii):** “[The State mitigation strategy shall include a] discussion of the State’s pre-and post-disaster hazard management policies, programs, and capabilities to mitigate the hazards in the area, including: an evaluation of State laws, regulations, policies, and programs related to hazard mitigation as well as to development in hazard-prone areas [and] a discussion of State funding capabilities for hazard mitigation projects”
- **Local Capability Assessment per Requirement §201.4(c)(3)(ii):** “[The State mitigation strategy shall include] a general description and analysis of the effectiveness of local mitigation policies, programs, and capabilities”.

7.2 State Capability Assessment

Introduction

This capability assessment contains an analysis of state funding opportunities to directly support hazard mitigation, along with the policies, programs, and activities of agencies participating on the SHMPC and other agencies that potentially contribute to hazard mitigation in the State of Louisiana. Also included in this assessment are analyses of these agencies’ capacities to initiate, support, and/or implement mitigation programs and activities.

The principal state agencies analyzed for this assessment have representatives on the SHMPC. As identified in Section Three, the SHMPC is comprised of representatives of the following state agencies that also serve on the SHMT:

- The Military Department, Office of Homeland Security and Emergency Preparedness, Office of the Governor;
- The Department of Transportation and Development;
- The Department of Wildlife and Fisheries;

Section Seven – Capability Assessment (continued)

- The Department of Environmental Quality;
- The Department of Natural Resources, Office of Coastal Restoration and Management; and
- The Department of Agriculture and Forestry.

The role of the SHMT is to provide technical assistance to OHSEP. One specific SHMT task is to review, prioritize, and recommend funding levels for selected HMGP project applications. The SHMT also participates in mitigation planning, program development, and implementation. As a group, the SHMT has the most direct influence on how hazard mitigation is pursued in the State of Louisiana outside of the OHSEP.

In addition, the SHMPC includes representatives from the following state agencies and organizations that have historically played a role in hazard mitigation in Louisiana:

- The Division of Administration, Office of Risk Management;
- The Department of Corrections;
- The Department of Economic Development;
- The Department of Health and Hospitals; and
- The Louisiana State University Agricultural Center- Extension Service.

Finally, other agencies that potentially contribute to hazard mitigation in the State of Louisiana that are covered in this assessment include:

- The Division of Administration;
 - Office of Community Development.
 - Office of Facility Planning and Control
- The Department of Culture, Recreation, and Tourism;
- The Department of Insurance;
- The Department of Public Safety;
- The Department of Social Services;
- The Louisiana Floodplain Management Association;
- The Louisiana National Guard; and
- The Louisiana State University Hurricane Center.

Section 7.2 includes a description of the methods used to complete the state capabilities to support hazard mitigation; a global summary of SHMPC agency policies, programs, and activities; an analysis of the effectiveness of the policies, programs, and activities; and a brief description of Federal and state mitigation funding programs. Volume II, Appendix G provides greater detail for the State Capabilities Assessment. The Louisiana State Mitigation Capabilities Survey instrument is presented in Volume II, Appendix G.1. Volume II, Appendix G.2 is a report of state capabilities by agency, focusing mainly on SHMPC agencies but also providing information for state agencies that support hazard mitigation. Federal and state hazard mitigation funding programs are presented in detail in Volume II, Appendix G.3. Furthermore, Appendix G.3 describes HMGP, FMA, and Unmet Needs Projects completed in Louisiana from 1998 through 2001.

Methodology

The process for identifying and assessing the State capabilities to support hazard mitigation was a multi-phase process involving interviews and surveys, SHMPC meetings, thorough review of public information for each agency, and a review of the current State Hazard Mitigation Plan, which was last updated on December 19, 2002. Specific steps included:

- The Louisiana State Mitigation Capabilities Survey was presented to the SHMPC on August 5, 2004. Following their review and subsequent comments, the formal survey was improved and delivered to the SHMPC members via telephone and email. The survey is included in Volume II, Appendix G.1.
- Following survey delivery and informal input from the SHMPC, the survey results were compiled and summarized. Additionally, agency-specific information, such as mission statements and organizational charts (see Volume II, Appendix G.2), was compiled for the assessment.
- The SHMPC reviewed the agency summaries at the SHMPC meeting on September 23, 2004. At this time, the members edited their agency sections, and assisted in ranking of their mitigation-related policies, programs, and activities.
- Concurrently, a thorough review of public information for each agency not involved in the SHMPC, including websites, annual reports, and strategic plans, was conducted.
- Finally, an assessment of past Federal and state mitigation funding programs was conducted, using review of relevant documentation, including the current State Hazard Mitigation Plan.

State Agency Hazard Mitigation Policies, Programs, and Activities

This subsection summarizes the results of SHMPC efforts to develop policies, programs, and activities that directly or indirectly support hazard mitigation. The complete results for each agency, including a review of the agencies' missions, personnel, activities, programs, limitations, and resources are listed in Volume II, Appendix G.2. A summary of identified pre-disaster, post-disaster, and development regulating programs, activities, and policies for each SHMPC agency are provided in Table 7-1. Some information regarding emergency preparedness, response, and recovery was included for various agencies if the program or activity also had a direct tie to mitigation. However, activities specifically from other realms of emergency management were not included or analyzed in this capability assessment. Information and analyses of individual agencies were provided by representatives of these agencies.

The following definitions are used:

- Policies: Statements included in the State's plans or legislation that express the intent of the Louisiana State government.
- Programs: Formal related, coordinated activities by one or more agency that have a distinct mitigation focus.
- Activities: Informal actions, or actions taken on the part of an agency, to indirectly support mitigation.
- Pre-Disaster: Plans, programs, or activities that have been completed in advance of a disaster or hazard event.
- Post-Disaster: Plans, programs, or activities that have been completed following a disaster or hazard event.
- Development Regulations: Laws, codes, or ordinances that control development in hazard-prone areas.

Section Seven – Capability Assessment (continued)

Policies

Louisiana has a number of plans and legislation that lay out specific goals, objectives and policy statements that already do or potentially could support pre- and post-disaster hazard mitigation. Examples of existing documents include:

- Louisiana State Hazard Mitigation Plan;
- Louisiana State Emergency Operations Plan;
- Louisiana State Public Assistance Administrative Plan;
- Louisiana Administrative Code: Title 33 – Environmental Regulatory Code;
- Louisiana Administrative Code: Title 43 – Coastal Management; and
- Louisiana Administrative Code: Title 70 – Transportation.

In addition, the Louisiana Emergency Assistance and Disaster Act (LEADA) of 1993, which was revised in 2000, is the main legislation affecting mitigation programs in the State. Among various preparedness, response, and recovery operations, the LEADA purposes related to mitigation are as follows:

- To reduce vulnerability of people and communities of this state to damage, injury, and loss of life and property resulting from natural or man-made catastrophes, riots, or hostile military or paramilitary action;
- To authorize and provide for cooperation in emergency or disaster prevention, mitigation, preparedness, response, and recovery; and
- To authorize and provide for management systems embodied by coordination of activities relating to emergency or disaster prevention, mitigation, preparedness, response, and recovery by agencies and officers of this state, and similar state-local, interstate, and foreign activities in which the State and its political subdivisions may participate.

Furthermore, Executive Order KBB 2004 – 34 and KBB 2004 – 35 are directly related to mitigation activities in Louisiana. KBB 2004 – 34 establishes the Louisiana Emergency Response Commission. This twenty-member committee is comprised of representatives from the following agencies or entities:

- The Department of Public Safety;
- The Department of Environmental Quality;
- The Department of Agriculture and Forestry;
- The Office of Homeland Security and Emergency Preparedness
- The Louisiana Emergency Preparedness Association; and
- The Louisiana State University Firearm Training Program.

Additionally, ten at-large members and representatives of environmental interests and the chemical industry serve on the commission.

Executive Order KBB 2004 – 35 reestablishes the SHMT, and clarifies its duties and functions. The members and duties are described in Section Three and also in the Introduction of Section 7.2.

Section Seven – Capability Assessment (continued)

Table 7-1: State Agency Hazard Mitigation Programs and Activities

Agency	Pre-Disaster	Post-Disaster	Regulation of Development
Office of Homeland Security and Emergency Preparedness	<ul style="list-style-type: none"> ▪ State Administration of Federal Grant Programs <ul style="list-style-type: none"> ○ PDM ○ Fire Management Assistance ○ Flood Mitigation Assistance ▪ Coordination of State and local mitigation planning ▪ Representation on SHMPC ▪ Training Programs 	<ul style="list-style-type: none"> ▪ State Administration of Federal Grant Programs <ul style="list-style-type: none"> ○ HMGP ○ IA ○ PA ○ Unmet Needs 	<ul style="list-style-type: none"> ▪ None Listed
Department of Agriculture and Forestry	<ul style="list-style-type: none"> ▪ Fire weather forecasting ▪ Representation on SHMPC ▪ Soil and Water Conservation ▪ Animal Health Services ▪ Formosan Termite Initiative 	<ul style="list-style-type: none"> ▪ Production of reforestation seedlings 	<ul style="list-style-type: none"> ▪ Enforcement of Timber Laws
Department of Corrections	<ul style="list-style-type: none"> ▪ Representation on SHMPC ▪ Angola Levee Project ▪ Medical Policy Initiatives for Inmates 	<ul style="list-style-type: none"> ▪ General Support 	<ul style="list-style-type: none"> ▪ None Listed
Department of Economic Development	<ul style="list-style-type: none"> ▪ Representation on SHMPC ▪ Pre-Disaster Economic Impact Analysis 	<ul style="list-style-type: none"> ▪ Distribution of satellite imagery following a disaster ▪ Post-Disaster Economic Impact Analysis 	<ul style="list-style-type: none"> ▪ None Listed
Department of Environmental Quality	<ul style="list-style-type: none"> ▪ Louisiana Chemical Accident Prevention Program ▪ Emergency Planning ▪ Nuclear Power Plant Off-site Emergency Preparedness Program ▪ Representation on the SHMPC ▪ Inspection and Enforcement Program ▪ Small Business Assistance Program ▪ OzoneAction! ▪ Drinking Water Well Protection Program ▪ Louisiana Environmental Leadership Program 	<ul style="list-style-type: none"> ▪ Emergency Response 	<ul style="list-style-type: none"> ▪ Permitting Programs (Air, Water, Waste)
Department of Health and Hospitals	<ul style="list-style-type: none"> ▪ Fight the Bite Program (West Nile Virus) ▪ Bioterrorism Unit (training) ▪ Representation on the SHMPC 	<ul style="list-style-type: none"> ▪ Regional Response Team ▪ Mobile Field Units ▪ Immunization Teams ▪ Evacuation Planning Requirement for Licensing Nursing Homes and Home Health Agencies 	<ul style="list-style-type: none"> ▪ None Listed

Section Seven – Capability Assessment (continued)

Table 7-1: State Agency Hazard Mitigation Programs and Activities (continued)

Agency	Pre-Disaster	Post-Disaster	Regulation of Development
Department of Natural Resources	<ul style="list-style-type: none"> Representation on SHMPC and SHMT Plans, develops, constructs and monitors coastal restoration projects. State-funded coastal restoration projects (e.g., vegetative plantings, Christmas Tree recycling) Obtains Federal cost-share funding for and implements coastal restoration programs, feasibility studies & projects. Coastal Wetlands Planning, Protection and Restoration Act (CWPPRA) Water Resources Development Act (WRDA) - Louisiana Coastal Area(LCA) Performs routine operation, maintenance and rehabilitation on constructed coastal restoration projects. Coastwide Reference Monitoring Systems (CRMS) Digital Mapping (GIS) Distribution of information on causes of coastal and wetland erosion and methodologies to restore coastal and wetland areas. 	<ul style="list-style-type: none"> Surveys coastal restoration projects for damages and seeks FEMA funding as appropriate for needed repairs. Digital Mapping (GIS) 	<ul style="list-style-type: none"> Performs regulatory permit functions and mitigation activities related to the State's coastal zone.
Department of Transportation and Development	<ul style="list-style-type: none"> State management of NFIP Statewide Flood Control Program Ports Construction and Development Program Dam Safety Program Floodplain Management Program Representation on SHMPC Educates and assists communities with CRS participation Educates & encourages working relationships between community NFIP staff & local HMGP POCs Plans & conducts educational workshops for local officials Produces and distributes a quarterly NFIP newsletter 	<ul style="list-style-type: none"> Floodplain Management Staff contact each community within the declared disaster area to discuss the rules and regulations of the NFIP with a special emphasis on the community's post-disaster responsibilities Ports Construction and Development Program 	<ul style="list-style-type: none"> Performs comprehensive Community Assistance Visits, reviewing and assessing the community's procedures, ordinances, and development

Section Seven – Capability Assessment (continued)

Agency	Pre-Disaster	Post-Disaster	Regulation of Development
Department of Wildlife and Fisheries	<ul style="list-style-type: none"> Public information library Representation on SHMPC 	<ul style="list-style-type: none"> None Listed 	<ul style="list-style-type: none"> Land Acquisition for Wildlife Management Program Scenic Rivers Program
LSU AgCenter	<ul style="list-style-type: none"> Hazard mitigation information for homeowners and professionals Website resources for specific flood and wind mitigation activities, mitigation legislation and development regulations Representation on SHMPC Stewardship Programs for Louisiana's Coastal Landowners Louisiana House Project Master Farmer Program Family Resource Management 	<ul style="list-style-type: none"> Provides general information and website support regarding post-disaster recovery and related mitigation activities 	<ul style="list-style-type: none"> None Listed

Analysis of the Effectiveness of Mitigation Programs and Activities

At the SHMPC meeting on September 23, 2004, members were given the opportunity to rank their own agency's programs. Table 7-2 contains the compiled rankings from the SHMPC. The scoring is as follows:

- +1 = Program actively supports hazard mitigation
- 0 = Program provides minimal or no support of hazard mitigation
- 1 = Program has adverse impact on hazard mitigation

Table 7-2: State Agency Hazard Mitigation Programs and Activities Ratings

Agency	Programs	Ratings
Office of Homeland Security and Emergency Preparedness	State management of Federal Programs PDM Fire Management Assistance Flood Mitigation Assistance HMGP IA PA Unmet Needs	+1
	Coordination of State and local mitigation planning activities	+1
	State Hazard Mitigation Office	+1
	Representation on SHMPC	+1
	Training Programs	0

Section Seven – Capability Assessment (continued)

Table 7-2: State Agency Hazard Mitigation Programs and Activities Ratings (continued)

Agency	Programs	Ratings
Department of Corrections	Representation on SHMPC	+1
	Angola Levee Project	0
	Medical policy initiatives (for inmates)	0
Department of Economic Development	Representation on SHMPC	+1
	Distribution of satellite imagery following a disaster	0
	Pre-and Post-Disaster Economic Impact Analysis	0
Department of Environmental Quality	Louisiana Chemical Accident Prevention Program	+1
	Emergency Planning	+1
	Nuclear Power Plant Off-site Emergency Preparedness Program	+1
	Representation on SHMPC	+1
	Inspection and Enforcement Program	0
	Small Business Assistance Program	0
	OzoneAction!	+1
	Drinking Water Well Protection Program	+1
	Louisiana Environmental Leadership Program	0
	Remediation Program	+1
	Emergency Response	+1
Department of Health and Hospitals	Fight the Bite Program (West Nile Virus)	+1
	Bioterrorism Unit (training)	+1
	Regional Response Team	0
	Mobile Field Units	0
	Evacuation Planning Requirement for Licensing Nursing Homes and Home Health Agencies	0
	Immunization Teams	+1
	Representation on SHMPC	+1
Department of Natural Resources	Digital Mapping (GIS)	0
	Coastal Wetlands Planning, Protection and Restoration Act (CWPPRA)	+1
	Louisiana Coastal Area (LCA) assessment	+1
	Coastwide Reference Monitoring Systems (CRMS)	+1
	State-funded coastal restoration projects (e.g., vegetative plantings, Christmas Tree recycling)	+1
	Representation on SHMPC	+1
	Surveys coastal restoration projects for damages and seeks FEMA funding as appropriate for needed repairs.	+1
	Distribution of information on causes of coastal and wetland erosion and methodologies to restore coastal and wetland areas.	+1
	Obtains Federal cost-share funding for ad implements coastal restoration programs, feasibility studies and projects.	+1
	Plans, develops, constructs and monitors coastal restoration projects.	+1
	Performs routine operation, maintenance and rehabilitation on constructed coastal restoration projects.	+1
	Performs regulatory permit functions and mitigation activities related to the State's coastal zone.	+1

Section Seven – Capability Assessment (continued)

Agency	Programs	Ratings
Department of Transportation and Development	State management of NFIP	+1
	Statewide Flood Control Program	+1
	Ports Construction and Development Program	+1
	Dam Safety Program	+1
	Representation on SHMPC	+1
	Educates and assists communities with CRS participation	+1
	Educates and encourages working relationships between community NFIP staff and local HMGP point of contact	+1
	Plans and conducts educational workshops for local officials	+1
	Produces and distributes a quarterly NFIP newsletter	+1
	Floodplain Management Staff contact each community within the declared disaster area to discuss the rules and regulations of the NFIP with a special emphasis on the community's post-disaster responsibilities	+1
	Performs comprehensive Community Assistance Visits, reviewing and assessing the community's procedures, ordinances, and development	+1
Department of Wildlife and Fisheries	Public information library	0
	Land Acquisition for Wildlife Management Program	+1
	Scenic Rivers Program	+1
	Representation on SHMPC	+1
LSU AgCenter	Flood hazard mitigation information for homeowners and professionals	+1
	Website resources for specific mitigation activities, mitigation legislation, and development regulations	+1
	Provides general information and website support regarding post-disaster recovery and related mitigation activities	+1
	Stewardship Programs for Louisiana's Coastal Landowners	+1
	Louisiana House Project	+1
	Master Farmer Program	+1
	Family Resource Management	+1
	Representation on SHMPC	+1

Staffing

With 14 positions in the Disaster Recovery Division, OHSEP has the largest number of permanent staff with job descriptions focused specifically on hazard mitigation. The Department of Transportation and Development has approximately 19 staff persons with mitigation-related duties, but not all have full-time mitigation-related job functions. Within DEQ, the Accident Prevention Program and Remediation Services Division have staff devoted to mitigation on a full-time basis. Active state agency involvement is limited primarily to the SHMT and SHMPC. However, at least 160 state employees have job duties that are at least indirectly related to hazard mitigation.

Past Funding Sources

Federal Funding

For the purposes of the Plan, the following description of past Federal funding sources was limited to programs with direct relationships to hazard mitigation. Through FEMA, the Federal government has several programs to support hazard mitigation. These programs are federally-funded but typically administered by OHSEP. The most common funding sources in Louisiana are noted with an asterisk (*) below:

- Pre-Disaster Mitigation Program (PDM)
- Hazard Mitigation Grant Program (HMGP)*
- Flood Mitigation Assistance Program (FMA)*
- Public Assistance (PA)
- Map Modernization
- Unmet Needs*

Furthermore, other Federal agencies of note provide disaster recovery assistance, indirectly providing mitigation assistance:

- USACE
 - General Investigations
 - Continuing Authorities
 - Floodplain Management Systems
- U.S. Small Business Administration (SBA) Disaster Assistance Program
- U.S. Department of Housing and Urban Development (HUD): Community Development Block Grants
- NRCS Emergency Watershed Program – Floodplain Easement

See Volume II, Appendix G.3 for complete descriptions of these funding programs.

State Funding

Louisiana state government has four programs or entities that have funded mitigation activities:

- Louisiana Department of Transportation and Development
 - Statewide Flood Control Program
- Louisiana Division of Administration
 - Louisiana Community Development Block Grants (LCDBG)
 - Capital Outlay
 - Governor's Office of Rural Development (GORD)
- Louisiana Department of Environmental Quality
 - Municipal Facilities Revolving Loan Fund Program
 - Drinking Water Revolving Loan Fund Program
 - Hardship Grants Program
- Louisiana Department of Natural Resources
 - Coastal Wetlands Planning, Protection and Restoration Act (CWPPRA)
 - Coastal Management Division (CMD)

More detailed descriptions of the state programs that fund mitigation projects are included in Volume II, Appendix G.3.

HMGP, FMA, and Unmet Needs Projects, 1998-2001

In order to fully assess the State of Louisiana capabilities to support hazard mitigation, a history of the last five years of mitigation activities conducted through the Louisiana Office of Homeland Security and Emergency Preparedness was completed. While the goal of this section was to focus on State-owned Critical Facilities and Infrastructure, limited information was available regarding these programs. Instead, all mitigation activities funded by the HMGP, FMA, and Unmet Needs have been reviewed.

The process for identifying the history of mitigation projects in Louisiana over the last five years involved a review of Office of Homeland Security and Emergency Preparedness databases for each funding type. This history is limited to mitigation activities conducted from 1998 through the present. Databases were gathered, analyzed by parish, funding type, type of mitigation action, structures affected (if applicable), and total project cost. A master database was compiled for all actions; the information from this summary is compiled in Table 7-3. Table 7-3 presents the total investment of Federal mitigation program funds for FMA, HMGP, and Unmet Needs projects from 1998-2001.

The results of the mitigation history assessment are listed in Volume II, Appendix G.3, History of Mitigation Activities in Louisiana. Analyses included:

- Projects funded by Federal mitigation programs;
- Impact and cost of Federal mitigation programs;
- Projects in each parish funded by mitigation programs;
- Number of properties impacted by mitigation actions;
- Number of HMGP-funded projects by event; and
- Number of Unmet Needs-funded projects by event.

Section Seven – Capability Assessment (continued)

Table 7-3: Investment by Federal Mitigation Programs 1998–2005

Type	Completed Projects	On-going Projects	Totals
PDM	-	\$412,500	\$412,500
FMA	\$8,507,428	\$6,210,719	\$14,718,147
HMGF	\$33,549,914	\$46,733,491	\$80,283,405
Unmet Needs	\$27,856,560	-	\$27,856,560
TOTAL	\$69,913,902	\$53,356,710	\$123,270,612

Source: OHSEP, 2005

Summary

Policies

Limited mitigation-specific policies exist in the State. The most notable policies include the Louisiana Emergency Assistance and Disaster Act of 1993 and the Executive Orders issued in 2004 regarding the Louisiana Emergency Response Commission and the SHMT.

Programs and Activities

Most of the policies, programs, and activities undertaken by Louisiana State agencies in the mitigation arena occur within the Office of Homeland Security and Emergency Preparedness whose programs, as well as the Federal programs it manages, have served to actively reduce disaster-related losses in Louisiana.

Training Programs in OHSEP, have a limited impact on hazard mitigation in the State. Some of these were ranked with a "0" value because their roles are more related to preparedness, response or recovery. However, other programs could increase active support of mitigation programs.

The Departments of Transportation and Development, Natural Resources, and Environmental Quality, and the Louisiana Floodplain Management Association all have policies, programs, and activities specific to mitigation or that actively support hazard mitigation.

The Division of Administration, Department of Wildlife and Fisheries, Department of Corrections, Department of Health and Hospitals, Department of Social Services, Department of Agriculture and Forestry, Department of Insurance, Department of Public Safety, Louisiana National Guard, LSU AgCenter and LSU Hurricane Center all have programs that provide support to hazard mitigation activities in the State.

The Division of Administration maintains a Facilities Management Database, which includes all State-owned property in Louisiana. This is an excellent example of an activity that serves to assist other agencies with hazard mitigation activities.

Staffing

The Office of Homeland Security and Emergency Preparedness has the largest number of permanent staff devoted specifically to hazard mitigation. However, maintenance of the current level of service and any potential expansion of support from this agency to other state agencies, parishes or local communities is hampered by frequent reassignments of staff to meet military obligations and objectives.

Section Seven – Capability Assessment (continued)

Active state agency involvement is limited primarily to the SHMT and SHMPC. The current role of the SHMT has mainly been to approve mitigation projects and coordinate SHMP development.

While the funds for HMGP are the highest for the State, the Office of Homeland Security and Emergency Preparedness does not have enough personnel to consistently maintain the level of accounting and documentation required to support the labor-intensive HMGP processes.

Funding

The majority of mitigation projects in Louisiana have been historically funded through Federal programs. HMGP has been the most successful funding program in Louisiana. From 1998-2001, a total of over \$33 million was spent on HMGP projects in Louisiana.

Louisiana has been successful at acquiring FMA and Unmet Needs funds. These programs have historically provided funds in Louisiana for mitigation purposes.

Louisiana has received one PDM grant in 2002 for planning purposes. The Office of Homeland Security and Emergency Preparedness has recognized the need to increase PDM grants and subsequent projects, and will continue to work toward this goal.

State-level funding programs that directly support hazard mitigation are limited to the Department of Transportation and Development's Statewide Flood Control Program. In addition, the Department of Transportation and Development has an average annual budget of \$10 million for the Statewide Flood Control Project. Other funding projects as described in Volume II, Appendix G.3 indirectly provide mitigation funds.

7.3 Local Capability Assessment

Introduction

This capability assessment contains an analysis of local hazard mitigation processes, programs, activities, and planning for all 64 Louisiana parishes. Also included in this assessment are analyses of these parish capacities to initiate, support, and/or implement mitigation programs and activities.

This capability assessment contains a summary of the existence, state of development, and FEMA approval of the All-Hazard Mitigation Plans in Louisiana's 64 parishes. In addition, the survey instrument used to create these individual summaries also elicited the number of personnel employed by each parish's Emergency Management Agency (EMA), the number of these personnel whose duties included hazard mitigation efforts, and the parish's GIS/mapping capabilities.

Central to the survey administered—and the information presented in this assessment—is the identification and ranking by EMA directors or their designees of the top 3-4 potential hazards facing their respective parishes. Equally important is the accounting of the specific mitigation measures undertaken by each parish in the preceding five years with respect to: 1) critical infrastructure, 2) property and structures, 3) the environment, and 4) codes and ordinances.

In a more subjective sense, the Plan also captures each parish Office of Homeland Security / Emergency Preparedness (OHS / EP) director's opinions on a range of mitigation issues, including:

- The mitigation programs within their parishes they feel are the most effective in terms of loss reduction;
- The mitigation programs within their parishes that have *not* been effective in terms of loss reduction;
- The reasons the ineffective mitigation programs in their parish failed to live up to the desired loss reduction goals; and
- The untried mitigation programs which, were they to be implemented, would likely prove most beneficial to their parish's loss reduction efforts.

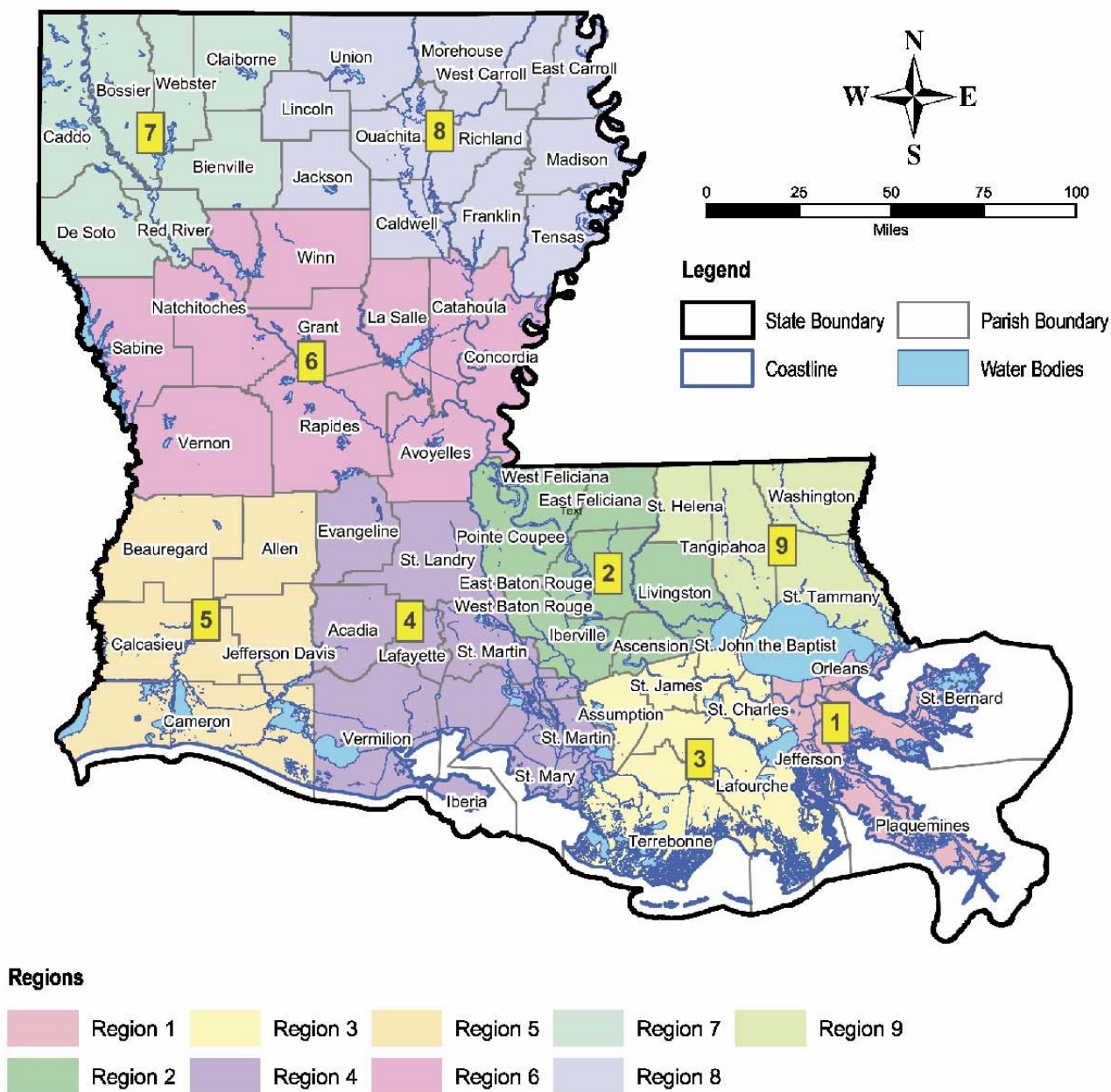
Section 7.3 provides a description of the methods used to complete the local capabilities assessment to support hazard mitigation, a listing of the results and a summary of local capabilities. Volume II, Appendix G provides greater detail for the Local Capabilities Assessment. The Local Capabilities Survey instrument is presented in Volume II, Appendix G.4. Volume II, Appendix G.5 is a report of Local Capabilities by individual parish. A regional analysis of local capabilities is presented in Volume II, Appendix G.6.

Methodology

The process for identifying and assessing the local capabilities to support hazard mitigation was a three-phase process involving: 1) interviews and surveys, 2) SHMPC meetings, and 3) an analysis of survey responses. Specific steps included:

- The Louisiana Local Mitigation Capabilities Survey was presented to the SHMPC on September 23, 2004. Following their review and subsequent comments, the formal survey was improved and delivered to the emergency management directors for each parish via telephone and email. A copy of the survey is in Volume II, Appendix G.4.
- Following survey delivery and informal input from the SHMPC, the survey results were compiled and summarized for each of the nine emergency management regions in Louisiana. The regions are displayed in Map 7-1.
- The results were cross-checked with existing documentation at OHSEP regarding plan development and approval, and documentation of NFIP and CRS participation from DOTD's Floodplain Management staff.

Map 7-1: Louisiana Emergency Management Regions



Source: LHSEP

Results

The results of the local capability survey responses are listed by parish in Volume II, Appendix G.5, the Local Jurisdiction Capabilities Report. The individual parish response data was assembled and analyzed by emergency management region and presented in Volume II, Appendix G.6. Analyses included:

- Survey response rate;
- Status of local mitigation plans;
- Staffing of local OHS/EP offices;
- GIS Capability;
- Top three hazards;
- Mitigation activities for infrastructure;
- Mitigation activities for structures;
- Mitigation activities for the environment;
- Building codes and ordinances;
- Other mitigation activities;
- Most effective mitigation actions;
- Least effective mitigation actions;
- Causes of ineffective programs; and
- Desired mitigation actions, programs, and activities.

Summary

Personnel

On average, each parish in the State has two full-time employees in their OHS/EP. Additionally, fourteen parishes have part-time staff only and four parishes have only volunteers. Approximately 1/3 of the interviewed parishes have staff with GIS capabilities.

Status of Local Mitigation Plans

Table 7-4 presents the status of local mitigation plans in Louisiana as of November 1, 2004. All parishes interviewed as of November 30, 2004 (approximately 80% of all parishes) have an approved plan, a plan submitted to FEMA and/or the Louisiana Office of Homeland Security and Emergency Preparedness, or a plan in development. No parish stated that they are not developing a mitigation plan. As of November 1, 2004, the local mitigation plan approval deadline, only St. Mary Parish had a FEMA-approved All-Hazard Mitigation Plan. Out of the fifty-one parishes that responded to the survey, eleven were unsure of their plan status. .

Section Seven – Capability Assessment (continued)

Table 7-4: Number of Parishes with a Hazard Mitigation Plan as of November 1, 2004

Plan Status	Statewide	Emergency Management Region								
		1	2	3	4	5	6	7	8	9
Developing	26	1	3	2	4	4	2	4	4	2
Submitted to OHSEP	22	0	5	1	2	1	6	3	4	0
Submitted to FEMA	14	2	0	3	1	0	2	0	4	2
Approved	1	0	0	0	1	0	0	0	0	0
Total	63 ²¹	3	8	6	8	5	10	7	12	4

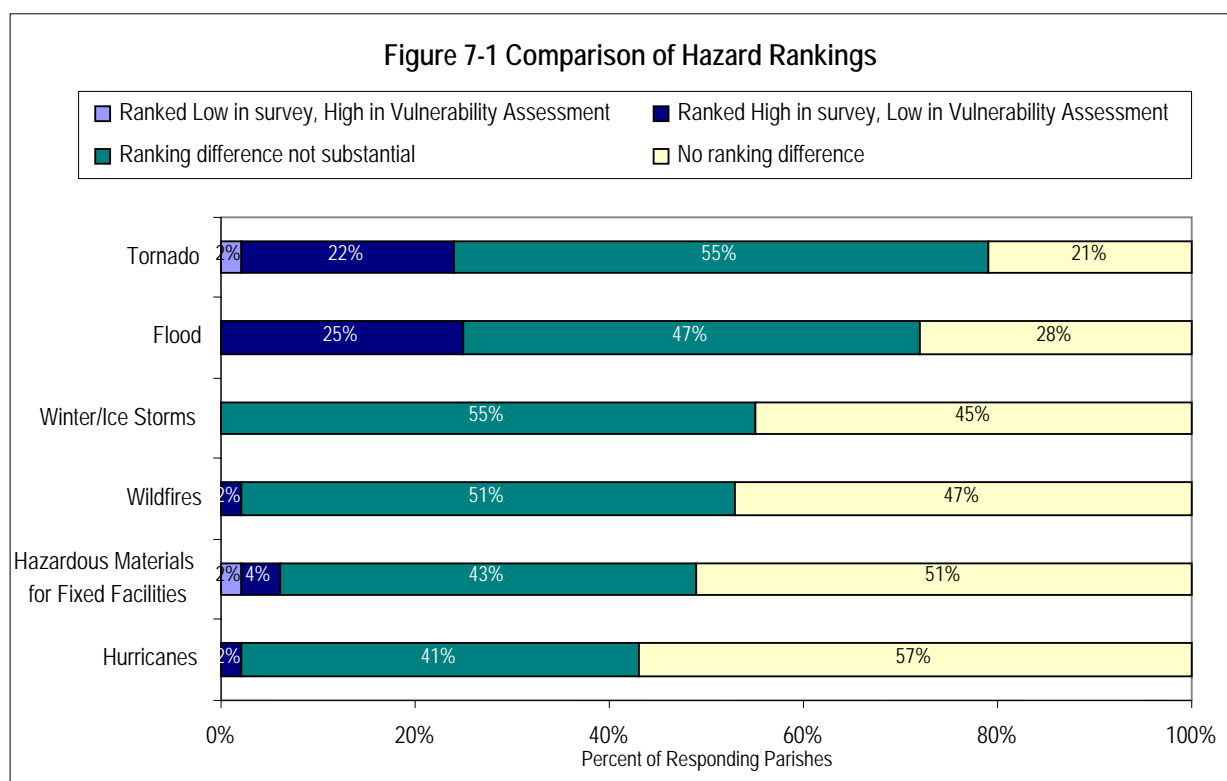
²¹ Bossier and Caddo Parishes have pursued a joint hazard mitigation planning process so the total number of parish plans is 63 instead of 64.

Section Seven – Capability Assessment (continued)

Programs and Activities

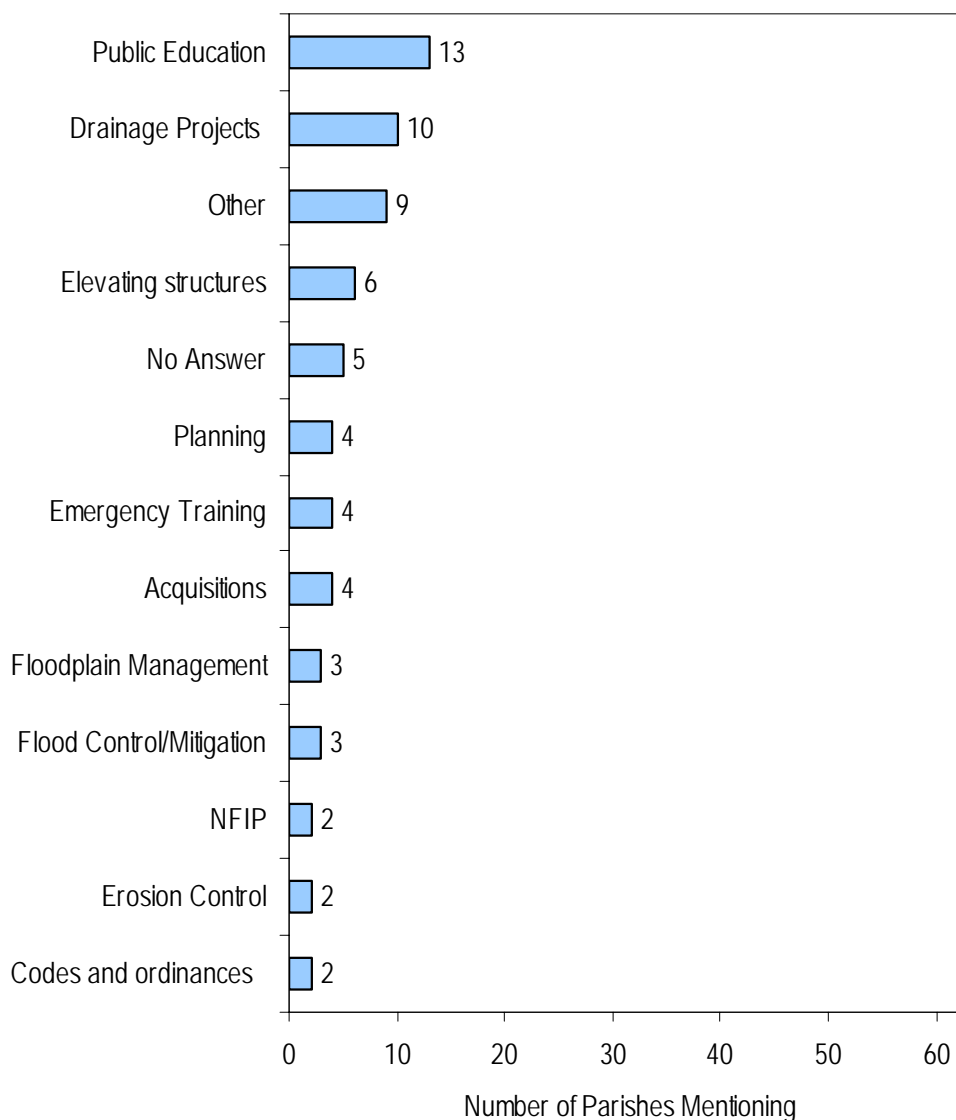
Many agencies have listed public education as the most effective mitigation program implemented in their parishes at this time. Drainage projects and planning were also listed often. Parish responses vary greatly regarding building codes and zoning ordinances. Some parishes are not aware of their current codes or standards or do not feel that current codes are adequate, while others believe that building codes and zoning ordinances have been the most effective loss reduction tool. Parish officials may not be aware of all of the hazards that may pose a risk to the residents, property, and environment of their parishes. For example, several northern parishes stated that Hurricanes and Tropical Storms do not pose a threat to their parish.

The hazard rankings for each parish that were collected in the survey were compared to the hazard rankings determined in the Statewide Vulnerability Assessment. The hazards that are common between the two data sets are: Flood, Hazardous Materials for Fixed Facilities, Hurricane, Winter/Ice Storm, Tornado, and Wildfire. The survey data for Bossier and Caddo Parishes were collected as a single entity, while the data for the Vulnerability Assessment was produced separately for these parishes. In order to compare the survey hazard ranking data to the vulnerability data, Bossier and Caddo Parishes were treated as separate entities by using the combined survey data for each of these parishes. As such, the data used in this comparison is based on 51 parishes responding to the survey. For both data sets, each hazard was given a ranking of High, Medium, or Low. Substantial differences are defined as having a hazard ranking of High in one data set and Low in the other. The results of this comparison are illustrated in Figure 7-1.



Responding parishes indicated that the most effective mitigation actions, programs, and activities in reducing losses are public education and drainage projects. Figure 7-2 illustrates the actions, programs, and activities that were considered effective along with the number of parishes mentioning them.

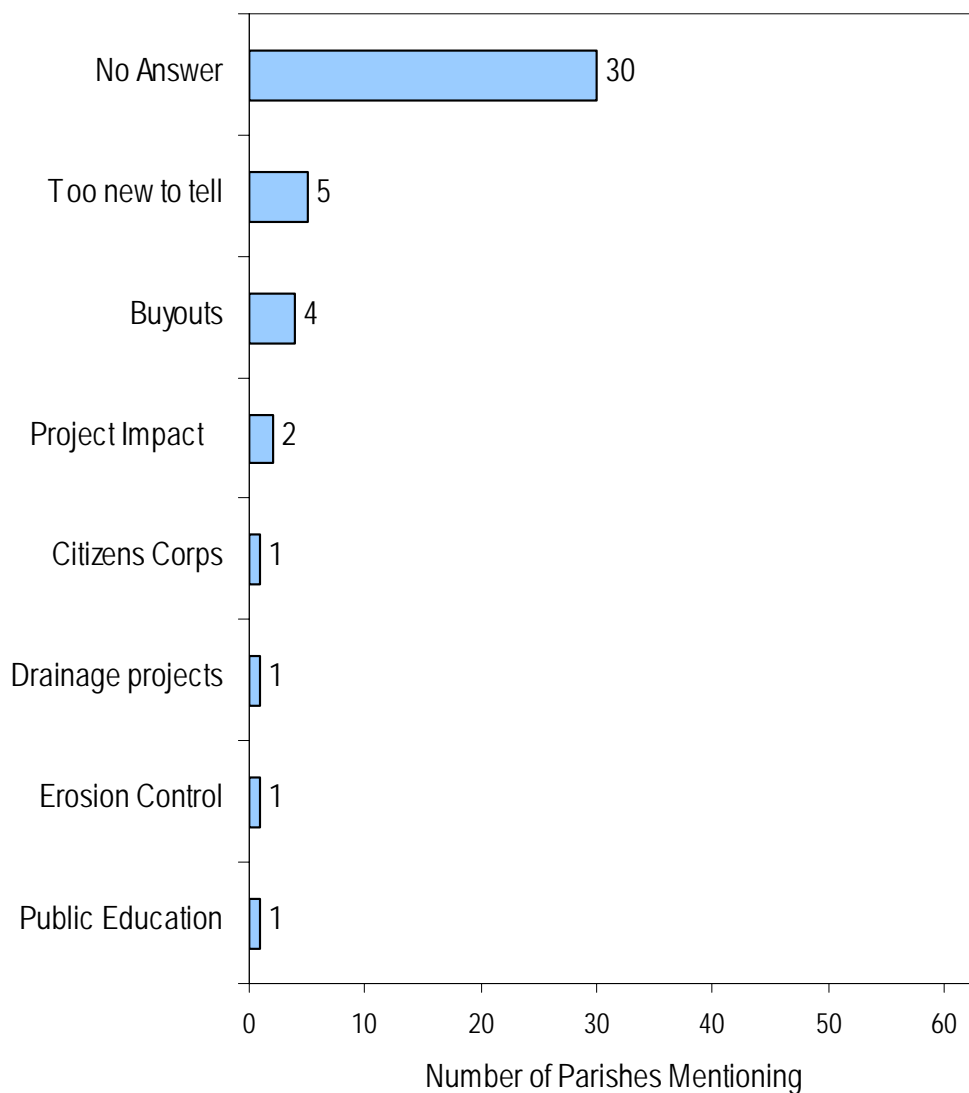
Figure 7-2 Most Effective Mitigation Actions, Programs and Activities *



*Some parishes provided more than one answer.

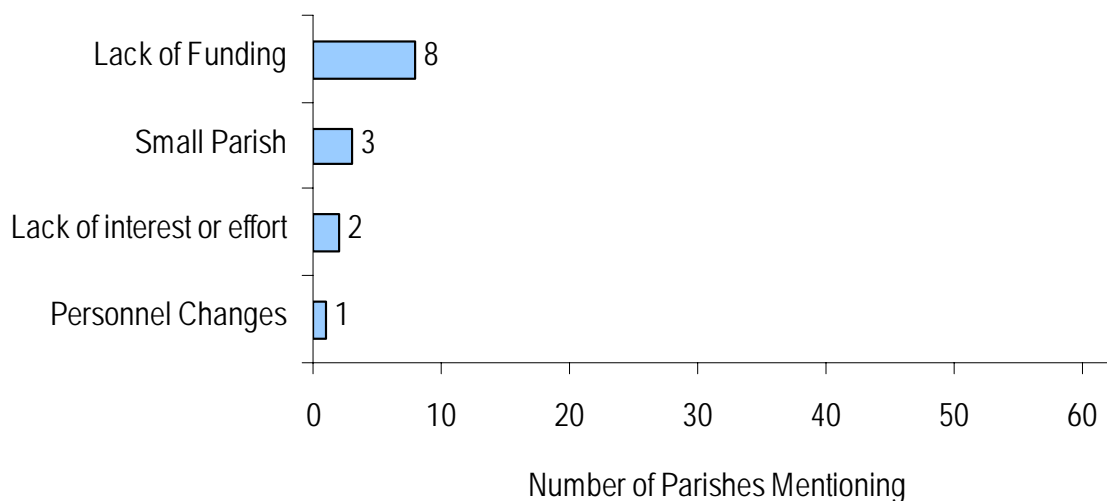
Many responding parishes (70%) were not able to identify which mitigation activities, programs, and actions were the least effective at reducing losses. Of those parishes that did provide a response to this question, buyouts were the most frequently mentioned (4 parishes). Lack of funding was the most frequently cited reason for program ineffectiveness. The programs deemed least effective are illustrated in Figure 7-3 and the reasons cited for ineffectiveness are shown in Figure 7-4.

Figure 7-3 Least Effective Mitigation Actions, Programs and Activities *



*Some parishes provided more than one answer.

Figure 7-4 Causes of Ineffective Programs



Funding

Lack of mitigation funding was the most frequently cited reason for program ineffectiveness by local officials although there has been relatively large amounts of Federal funding available to the State and the local communities in recent years. OHSEP has recognized this discrepancy, and has increased public outreach following disasters when HMGP funds have been made available to Louisiana.

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